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Report of the United Nations High Commissioner for Refugees, 2003

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Note

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United Nations. UNHCR is committed to constant improvement in the quality and credibility of its work, in close collaboration with the United Nations system as well as with its many other partners.

6. This report provides an account of activities undertaken by UNHCR between January 2003 and mid-2004. It describes major developments and challenges with respect to international protection, assistance activities and the search for durable solutions for refugees and other persons of concern to the Office worldwide. It also covers a number of management and oversight issues, and reviews partnerships and coordination within and beyond the United Nations system. More detailed information on regional and country activities, as well as statistics on persons of concern, are available in UNHCR's Global Report 2003, Global Appeal 2004 and in the 2003 UNHCR Statistical Yearbook. These publications are all accessible via the Office's website: http://www.unhcr.ch/.

II. International protection

7. The 18 months to mid-2004 presented significant challenges for both States and UNHCR in securing and upholding international protection. These included safeguarding humanitarian principles in a frequently precarious security environment, ensuring access to international protection, planning and supporting major repatriation movements and promoting the resolution of protracted situations. More detailed information on international protection developments in 2003–2004 can be found in this year's Note on International Protection.[2]

8. The six goals and related objectives of the Agenda for Protection have been mainstreamed into UNHCR's strategies, policies, practices and reporting processes, from country operations plans to protection learning programmes. The High Commissioner reports periodically to the Executive Committee on progress achieved in implementing the Agenda. As part of its own contribution to fulfilling the Agenda in 2003, the Committee adopted three important conclusions in addition to the General Conclusion on International Protection. One provided a definition of a person found not to be in need of international protection and underlined a State's obligation to receive its own returning nationals. Another set out the obligations of States to respect international refugee and human rights law when they engage in interception. The third conclusion made a number of recommendations to States and humanitarian workers on how to tackle the issue of protection of refugees from sexual abuse and exploitation.

9. The following paragraphs give a brief overview of challenges encountered and measures undertaken by UNHCR in relation to the six goals of the Agenda.

A. Strengthening implementation of the 1951 Convention and 1967 Protocol (Goal 1)

10. Factors affecting implementation of the 1951 Convention relating to the Status of Refugees (the 1951 Convention) and its 1967 Protocol included challenges faced by States hosting large refugee populations for long periods, which have sometimes felt constrained to reduce levels of protection and assistance afforded, or to argue for early return. National legislation and policy amendments in some countries of asylum have served to erode well-established standards, reflecting preoccupations with security concerns, migration control and the diversion of asylum-seekers to other countries.

11. UNHCR has sought to ensure that those seeking asylum are not denied access to a safe territory, nor to fair procedures to determine their international protection needs. In

[2] A/AC.96/989, 7 July 2004, also available on UNHCR's website www.unhcr.ch.

addition to efforts in specific situations, broader initiatives undertaken include promotion of accession to the 1951 Convention and 1967 Protocol. In September 2003, the newly issued provisional edition of the revised Handbook on Registration highlighted the importance of registration as a tool of physical and legal protection, emphasizing the importance of special measures to enhance the protection of refugee women and children. In November 2003, UNHCR issued procedural standards for refugee status determination under its Mandate to help improve the quality and consistency of the Office's refugee status determination processes as called for in the Agenda. To promote more resolute responses to root causes of refugee movements and to further its mandate on statelessness issues, in March 2004 UNHCR also issued a global survey, based on the responses of 74 States, of steps taken by States to reduce statelessness.

12. The Office has continued to issue standard-setting documents as called for in the Agenda, including guidelines on cessation of refugee status; the internal flight or relocation alternative; the application of the exclusion clauses; and religious-based persecution.

B. Protecting refugees within broader migration movements (Goal 2)

13. The continuing trend of mixed migratory movements has led to a blurring of the line between migrants and refugees in the public mind, and a lack of distinction between migration control and refugee protection in the policies and practices of many States. Initiatives to protect refugees within broader migratory movements include the establishment of field offices in border regions. UNHCR offices are also cooperating with inter-agency counterparts and governments to highlight asylum and protection considerations as programmes to tackle people trafficking and smuggling are developed. In addition to ground-breaking work in this respect in Albania, initiatives have been launched in Armenia, Slovenia, Thailand and Ukraine.

14. The Geneva Migration Group created in August 2003 brings together the Heads of UNHCR, the International Labour Organization (ILO), the Office of the High Commissioner for Human Rights (OHCHR), the United Nations Conference on Trade and Development (UNCTAD), the United Nations Office on Drugs and Crime (UNODC) and the International Organization for Migration (IOM) to exchange information and promote greater policy coherence in their migration-related activities. UNHCR is also an active participant in the Swiss-led Berne Initiative and contributes to the work of the Global Commission on International Migration, founded in December 2003, which has begun, inter alia, to analyse gaps in current approaches to migration and examine inter-linkages with other challenges.

15. UNHCR has also been involved in a number of regional migration processes in the Asia-Pacific region (Bali Process); the Americas (Puebla); and Europe (Soderkoping, Budapest) and is examining how asylum and refugee protection issues can be introduced in other relevant partnership processes.

C. Sharing burdens and responsibilities more equitably and building capacities to receive and protect refugees (Goal 3)

16. The High Commissioner's Convention Plus initiative has become a key mechanism in UNHCR's efforts to assist States to cooperate more effectively in sharing burdens and responsibilities and thereby enable them to meet their international protection obligations.

17. Capacity building can also contribute significantly to improve burden and responsibility sharing, and in February 2003, UNHCR issued a new edition of Partnership: *An Operations Management Handbook for UNHCR's Partners*. The Office worked with the Norwegian Refugee Council to develop a camp management toolkit, a prototype of

which was field-tested in late 2003. The Protection Surge Capacity Project has also been expanded significantly to help ensure adequate protection staffing levels, and the joint UNHCR/ICMC (International Catholic Migration Commission) deployment scheme has contributed to supporting adequate resettlement staffing levels.

18. The training of government officials and the judiciary in refugee and human rights law continued to be a central focus of UNHCR's capacity-building activities. At the international level, the Office maintained its partnership with both the International Association of Refugee Law Judges (IARLJ) and the Inter-Parliamentary Union (IPU). The IPU/UNHCR handbook for parliamentarians entitled *Refugee Protection: A Guide to International Refugee Law* has been formally launched in a number of parliaments around the world, most recently in China.

D. Addressing security-related concerns more effectively (Goal 4)

19. The heightened and more complex security concerns facing the Office in relation to its staff and partners were often linked to the security environment for refugees themselves. During the reporting period, guerrilla groups attacked refugees and displaced persons in a number of countries and UNHCR was not always able to secure access to those in need. The Office worked to assist States in moving refugees away from volatile border regions to securer sites further inland, as was the case with Sudanese refugees from Darfur in Chad and Congolese in Burundi. However, these efforts were too limited and too late in the latter case, as became so tragically clear in August 2004. Collaboration with the Department of Peacekeeping Operations (DPKO) has also been strengthened in order to define appropriate roles and enhance cooperation. In June 2004, UNHCR held an expert roundtable on the civilian and humanitarian character of asylum. Operational guidelines are now being drafted on the identification, separation and internment of combatants and other armed elements whose presence undermines the effective physical protection of refugees and other persons of concern.

E. Redoubling the search for durable solutions (Goal 5)

20. UNHCR has renewed its efforts to support the realization of comprehensive durable solutions strategies. Where countries of origin are emerging from long-running armed conflict, voluntary repatriation is often hampered by residual or fresh security concerns, lack of basic services, the slow pace of reconstruction and insufficient possibilities for income generation. In such situations, a phased or differentiated approach to voluntary repatriation is followed in order to ensure the sustainability of the return. The Office has also sought to strengthen partnerships, including with DPKO, on rule of law and justice issues, since successful reintegration of returnees is closely linked to the re-establishment and proper functioning of national protection mechanisms. In several operations, activities to promote the legal safety of returning refugees included the provision of expert advice on draft legislation related to citizenship and property restitution and the setting up of legal aid centres.

F. Meeting the protection needs of refugee women and refugee children (Goal 6)

21. The Office has sustained its efforts to meet the specific gender and age concerns of refugee women and children, in particular those related to sexual and gender-based violence (SGBV). Implementation of existing policies and guidelines and "frontloading" gender and age awareness are now recognized and treated in UNHCR as the responsibility of all actors involved. For more detailed information on the Office's efforts to pursue Goal 6, see Chapter V.

III. Convention Plus

22. The High Commissioner launched his Convention Plus initiative in 2003 to help engage States and other partners of UNHCR to bring about firmer commitments to resolving refugee situations through responsibility and burden sharing, notably through the development of multilateral special agreements. Dialogue and negotiations on such agreements are taking place within "Core Groups" of States and other stakeholders, convened around each of the three central strands of Convention Plus: the strategic use of resettlement; ways to address irregular secondary movements of refugees and asylum-seekers; and the strategic targeting of development assistance to achieve solutions to refugee problems.

23. The Forum meetings convened by the High Commissioner in June 2003 and March 2004 devoted particular attention to the work of the Core Group on resettlement - which prepared a Multilateral Framework of Understandings (MFU) on the strategic use of resettlement. A second Core Group of States and other partners is considering the topic of irregular secondary movements, with a view to elaborating common understandings on the sharing of responsibilities and burdens. With regard to the third topic, a number of situations have been identified where using development assistance would be particularly effective in sharing the burden for achieving durable solutions, while the Core Group has also considered the general question of applying a fair share of development assistance to achieving durable solutions for refugees and returnees. The Office is actively engaging relevant United Nations entities on this issue, not least through its participation in the United Nations Development Group (UNDG). Parallel action is being taken within the Development Assistance Committee of the Organization for Economic Cooperation and Development (OECD), in which UNHCR now participates as an observer.

24. Convention Plus is also aimed at the development of comprehensive plans of action to resolve specific refugee situations, particularly protracted ones. Building on the positive experiences of the Comprehensive Plan of Action for Indo-Chinese Refugees (CPA) and the International Conference on Central American Refugees (CIREFCA), opportunities for similar approaches are being identified, the first of which will address the Somali refugee situation.

IV. Durable solutions

25. UNHCR's *Framework for Durable Solutions*,[3] made available at various UNHCR meetings in 2003, consolidates information on the background, policy development and initial operational activities relating to three key concepts: Development Assistance for Refugees (DAR); Repatriation, Reintegration, Rehabilitation and Reconstruction (4Rs); and Development through Local Integration (DLI).

26. The experience of initial pilot "4Rs" projects launched in Afghanistan, Sierra Leone and Sri Lanka, and others now being applied in Burundi and Liberia, has confirmed the importance of certain key factors for successful application of the "4Rs." These include: the development of a comprehensive national strategy for all displaced persons with a community-based approach; involvement of all stakeholders – including confirmed ownership by the State and local authorities - from the outset of the process; integrated planning by the United Nations Country Team; and early donor engagement.

[3] EC/53/SC/INF.3.

27. In 2003, the High Commissioner introduced an expanded strategy, linking efforts to enable refugees to become self-reliant with recognition of the needs of local communities to receive adequate assistance and support in order to integrate and sustain new members. Development through Local Integration (DLI) envisages broad-based partnerships between governments (both host country and donors), humanitarian agencies and development agencies.

28. Under the concept of Development Assistance for Refugees (DAR), UNHCR advocates for additional development assistance to be directed toward host countries, reflecting several of the goals of the Agenda for Protection. The support of the host country authorities is essential at all levels in order to bring into practice the notion that refugees are potential contributors and catalysts for local development. UNHCR's role in a DAR project is to focus on the protection of refugees, while the emphasis of assistance efforts shifts gradually towards establishing conditions for the empowerment of the refugee population; access to income-generating activities; involvement in development planning and related decision-making processes; and facilitation of self-reliance.

29. Such efforts echo closely the Secretary-General's Millennium Development Goals relating to poverty eradication (MDG 1) and developing a global partnership for development (MDG 8), while seeking to ensure the inclusion, throughout the United Nations system, of refugees into the relevant planning and programming processes.

V. Operations

30. This section of the report provides an overview of the main operational challenges that UNHCR has faced in the past 18 months, and outlines further measures and new directions being explored to respond to current needs.

A. New outflows

31. During 2003, more than 300,000 refugees fled their country as part of a mass outflow creating in some cases new large scale emergencies[4]. Fifteen asylum countries reported more than 1,000 *prima facie* refugee arrivals. The main refugee outflows concerned Sudanese refugees fleeing to Chad (98,000), Uganda (6,500), Kenya (4,600) and Ethiopia (2,600) and Liberian refugees fleeing to Côte d'Ivoire (40,800), Guinea (30,700), Sierra Leone (10,800) and Ghana (4,400). In the course of the year, Chad received another 33,000 refugees from the Central African Republic. New outflows of refugees from the Democratic Republic of the Congo were also reported crossing into Burundi (11,100), Zambia (7,200), the United Republic of Tanzania (5,600) and Rwanda (5,400). There were significant new arrivals of refugees from Côte d'Ivoire into Liberia (15,800) and into Guinea (6,400), from Somalia into Yemen (12,300) and Kenya (2,200), and from Burundi into the United Republic of Tanzania (7,600). By mid-2004, the numbers of Sudanese refugees from the Darfur region who have crossed over into eastern Chad have increased to almost 200,000, creating the need for a huge international emergency relief response.

32. Another situation of concern to the Office in 2003-2004 was Colombia, where the humanitarian crisis continued to cause significant new internal displacement (290,000), although in 2003 this represented a fall of 50 per cent compared to 2002. In Liberia, where UNHCR recorded over 230,000 new internally displaced persons (IDPs) in 2003, work has begun to reconstruct and rehabilitate the devastated country in preparation for the return of

[4] *2003 Global Refugee Trends*, UNHCR Geneva, 15 June 2004 (http://www.unhcr.ch/statistics).

Liberian refugees and IDPs to their places of origin. Some have already returned spontaneously and UNHCR anticipates beginning assisted return movements in October 2004.

A. Voluntary repatriation

33. During the year, an estimated 1.1 million refugees repatriated voluntarily to their countries of origin. The largest number of refugees repatriated to Afghanistan from Pakistan (375,500) and from the Islamic Republic of Iran (269,000). Large-scale refugee returns took also place to Angola from the Democratic Republic of the Congo (77,000), Zambia (43,500) and Namibia (9,500). Some 80,000 refugees returned to Burundi from the United Republic of Tanzania, and 50,500 Iraqis returned from the Islamic Republic of Iran. Other significant voluntary movements concerned refugees returning to Sierra Leone (33,000), Rwanda (23,000), Liberia (21,000), Cote d'Ivoire (16,500), Bosnia and Herzegovina (14,000), Somalia (10,300) and Eritrea (10,000).

34. Voluntary repatriation to Afghanistan continued at a steady pace throughout 2003 and the first half of 2004 in the run-up to national elections. However, UNHCR's capacity to provide protection and assistance was challenged by serious levels of insecurity in some areas. The gunning down in November 2003 of Bettina Goislard, a young protection officer working in Ghazni, and a spate of attacks in 2004, notably the brutal murder of five Médecins sans Frontières staff in north-western Afghanistan in May and the attack on the UNHCR sub-office in Kandahar, are examples of the highly precarious nature of the working environment. Other challenges included the absence or slow implementation of the rule of law and a rising crime rate; the continued dominance of the illicit narcotics trade; the fact that many returnees neither possess nor hold any prospect of obtaining access to land; property disputes; and slow progress in building up infrastructure, basic services and employment opportunities. Nevertheless, intense efforts by the Transitional Government to lead and coordinate the process of stabilizing and rebuilding the country have continued, and refugees continue to return. Many are unskilled and the challenge is to encourage skilled persons, such as teachers, to return home.

35. In Africa, the consolidation of a number of peace processes in the past 18 months has raised great optimism for the continuation of large-scale repatriation operations on the continent. In March 2004, in an attempt to raise the profile of the unique potential for sustainable return that exists today for up to two million African refugees, UNHCR convened a "Dialogue on Voluntary Repatriation and Sustainable Reintegration in Africa." Delegations from African States and other interested Governments, United Nations agencies, international organizations and NGOs agreed that the prevention and resolution of conflict required multidimensional and regional approaches, firmly led by the African countries themselves, but bolstered by expertise, political and financial support from the African Union, sub-regional organizations and the United Nations.

36. In Iraq, where no United Nations premises currently meet MOSS standards, programmes are implemented entirely by national staff, in cooperation with the new Ministry for Displacement and Migration, a limited number of international NGOs and Iraqi national NGOs. Support is being provided by small international teams based in Jordan and Kuwait. Nonetheless, between July 2003 and June 2004, UNHCR assisted the voluntary return of over 11,200 Iraqi refugees from Saudi Arabia and the Islamic Republic of Iran. Movements from the latter finally started in November, but have been disrupted on a number of occasions for security reasons.

37. In Europe, despite a drop in the number of voluntary returns of Croatian refugees from Bosnia and Herzegovina, and Serbia and Montenegro in 2003, measures recently taken by the Government in Croatia have created increased potential for repatriation in

2004. UNHCR will therefore maintain a presence in the region to facilitate ongoing return and reintegration. In 2003, the return home of over 10,000 Croatians brought the total to some 126,000 since 1996.

38. In Colombia, where UNHCR is the focal point for the protection of internally displaced persons (IDPs), the Government has been promoting return. UNHCR is monitoring the authorities' compliance with existing IDP legislation, in line with the Guiding Principles on Internal Displacement.

B. Local integration and naturalization

39. Efforts to encourage local integration and the implementation of self-reliance strategies for refugees have made limited but tangible progress in several areas.

40. To enhance the potential for local integration among the Azerbaijani refugee population in Armenia, UNHCR and the Government of Armenia have developed strategies for self-reliance for the most vulnerable within the context of the United Nations Country Team's poverty reduction strategy. As of 31 December 2003, some 65,000 refugees from Azerbaijan had acquired Armenian citizenship.

41. In Uganda, in 2003 there was a positive change in the attitude of district authorities towards the Self-Reliance Strategy (SRS). UNHCR continued to work to build capacity and encourage the integration of SRS into district development plans through the active participation of all parties, especially the refugee populations and the Government. A mid-term assessment of the Ugandan SRS is planned in the course of 2004.

42. An outstanding example of Development through Local Integration (DLI) is the Government-led "Zambia Initiative," which seeks to alleviate the combined effects of food deficits, poor infrastructure, and limited access to public services and economic opportunities, for some 450,000 persons, including 100,000 refugees. Designed to be sustainable after the eventual phasing out of UNHCR's involvement, the Initiative demonstrates that DLI concepts are indeed applicable to the realities of refugee situations and that host governments, donors and agencies working in partnership can generate durable solutions for displaced populations.

43. Naturalization is available to refugees in some asylum countries only and is not always reported. In 2003, UNHCR was informed about significant numbers of refugees being granted citizenship in Indonesia (28,100), Armenia (8,300), the Russian Federation (6,300), Kyrgyzstan (1,800) and Mexico (1,100). In Serbia and Montenegro, 40,000 refugees were de-registered after acquiring citizenship.

C. Resettlement

44. The significant decline in acceptance levels for resettlement after 11 September 2001 was partially reversed in 2003, when some 26,000 refugees were resettled under UNHCR auspices. The main beneficiaries included Sudanese (5,160), Afghans (3,560), Somalis (3,310) and Ethiopians (3,030). First-asylum countries with the largest numbers of refugees departing for resettlement were Kenya (7,300), Egypt (3,500), Turkey (2,900), Cote d'Ivoire (1,600) and Pakistan (1,300).

45. With the overall aim of enhancing resettlement as a durable solution for certain categories of refugees, UNHCR has emphasized a more strategic approach to the use of resettlement, while the Convention Plus Core Group on the Strategic Use of Resettlement has generated considerable interest and support from participating States.

46. Resettlement opportunities have expanded through the addition of the United Kingdom as a resettlement country and through the development of capacity-building

programmes with new resettlement countries, for example the twinning programme between Sweden and Brazil.

47. Measures to increase efficiency and to enhance the use of resettlement as a protection tool as well as a durable solution include the establishment of a group processing methodology; the development and implementation of the Project Profile registration system; initiation of joint field assessment missions with resettlement partners; an Anti-Fraud Plan of Action to strengthen field office prevention capacities; and the establishment of over 20 new resettlement positions, funded by a special donor contribution.

D. Protracted situations

48. UNHCR has continued to give high priority to developing effective responses for protracted refugee situations which have been the targets of several major initiatives such as Convention Plus and the Framework for Durable Solutions. The following examples illustrate some of the strategies currently being taken in response to 38 protracted situations across the globe.

49. Following the High Commissioner's announcement in September 2003 that UNHCR would gradually phase out its direct involvement in Bhutanese refugee camps in Nepal, the Office envisages promoting self-reliance projects to facilitate the integration of those who are willing to remain and support resettlement initiatives for vulnerable cases.

50. In anticipation of the need to find alternative solutions for Afghan refugees following the expiry of the existing Tripartite Agreements on Voluntary Repatriation from the Islamic Republics of Iran and Pakistan, the "Afghanistan Plus" initiative seeks to develop a policy framework for managing displacement in a broader context, including the phenomenon of temporary migration of workers. At a meeting between the Government of Pakistan and UNHCR in July 2004, the two parties agreed to put together a joint plan for a census and registration of Afghans in Pakistan. The first phase of this exercise will take place following the presidential elections in Afghanistan in the autumn of 2004. UNHCR has agreed with the Government that the result of the census will serve as the new baseline figure for both parties, on the understanding that not all of the Afghans included in the count will necessarily be of concern to UNHCR.

51. With a view to crafting a Comprehensive Plan of Action (CPA) for Somali refugees, UNHCR has launched a project to explore different aspects of this complex refugee situation and migratory patterns in major host countries. It will attempt to identify appropriate durable solutions applicable to each Somali refugee sub-group and each host country and, where durable solutions are not immediately available, to identify measures to enhance the quality of asylum in the current host country, including through better legal and physical protection, improved assistance and increased opportunities for refugee self-reliance.

52. In September 2003, the High Commissioner announced a two-pronged approach to finding solutions to the situation of displacement in the northern Caucasus; however, implementation of this strategy has been hampered by insecurity and intermittent violence in the region, which has now spilled over into Ingushetia. Despite concerns that Ingushetia may become embroiled in the Chechen conflict, authorities there have reiterated support for the concept of "safe haven" for the remaining 50,000 IDPs. Provided the security situation improves, UNHCR aims to channel more assistance to Chechnya to facilitate the reintegration of IDPs voluntarily returning. At the same time, the Office will continue to support local integration in Ingushetia for IDPs opting to remain.

E. New global or regional responses to operational challenges

Security

53. In the wake of the Baghdad bombing, the United Nations system undertook a full-scale review of its security management. While reaffirming its strong commitment to coordination on security through UNSECOORD, ECHA and other inter-agency mechanisms, UNHCR has pleaded for the specific needs of field-oriented organizations, stressing in addition that the nature of the Office's protection work requires a security system marked by flexibility and adaptable to circumstances. Further resources will be required for this purpose. Within UNHCR, a Steering Committee has been established to assess new needs, with particular focus on equipping staff and senior managers with the appropriate means to take more responsibility for security management.

Registration

54. UNHCR has now moved into the implementation phase of Project Profile which is designed to improve refugee registration and statistical support. Following successful testing stages piloting iris recognition technology in the Afghan repatriation programme and fingerprint technology in the United Republic of Tanzania, some 20 country operations have been selected for implementation of the database system. This will enhance UNHCR's ability to regularly update information and facilitate the issuance of individual identity documents.

Refugee women, refugee children, community development and education

55. In May 2003, UNHCR disseminated its response to the three evaluations on refugee women, refugee children and the community service function, which drew particular attention to the need for increased ownership of existing policies across the institution and the involvement of all staff. A Steering Committee is overseeing the implementation of a three-year action plan. Following internal restructuring, the Section for Gender equality, Refugee women and children, Community development and Education was established on 1 January 2004 in order to help guide and monitor policy implementation more efficiently and coherently at an operational level.

56. A gender equality and age mainstreaming pilot project, based on earlier UNHCR experiences developed in Latin America and Turkey, has now been launched in some ten countries. This project is based on a multifunctional approach which requires the Representative of a participating country office to form and be accountable for leading a team comprised of protection, programme and community service staff, with the aim of playing a catalytic role in integrating a gender and age perspective throughout the operation.

57. UNHCR's *Guidelines for Prevention and Response to Sexual and Gender-based Violence* (SGBV) *in refugee and refugee-like settings* have now been revised and widely disseminated to field offices and partners, accompanied by numerous training workshops to guide SGBV prevention activities. Further achievements in implementing the High Commissioner's Five Commitments to refugee women include: wider participation by refugee women in refugee leadership and management committees; acceptance by several governments of the principle of issuing photo identity cards to all adult women as well as men; the promotion of women's equal participation in the distribution of food and non-food items; and the establishment of a budget line for sanitary materials for refugee women and girls.

58. With regard to refugee children, inter-agency cooperation led to the launching of *Inter-agency Guiding Principles on Unaccompanied and Separated Children* in February

2004. Collaboration on the ground has been directed particularly at situations where refugee children have previously been recruited into armed forces or rebel groups.

59. UNHCR places a strong emphasis on education as a protection tool and has focused in 2003 on ensuring access to primary education. To overcome low enrolment rates, particularly amongst girl refugees at primary level, projects were launched in Kenya, Ethiopia and Somalia in partnership with private corporations. Tertiary level scholarships and secondary level trust fund education support have been continued. Other projects are being adapted to incorporate global educational concerns including peace-building, HIV/AIDS, health and sanitation, the environment and landmine awareness. A recent UNHCR report on education indicators in 118 refugee camps in 23 asylum countries identifies areas where future planning for refugee children's education can be improved.

Environmental management

60. In order to limit environmental damage and degradation caused by the presence of refugees, UNHCR has pursued efforts to mainstream sound environmental management into all phases of refugee operations, with the active participation of both refugee and host communities. Meanwhile, emphasis is being placed on achieving cost-effective, community-based projects and strengthening collaboration with partners in addressing post-repatriation environmental rehabilitation. Guidelines on the assessment, monitoring and evaluation of environmental activities will be made available for field testing and finalization by the end of 2004.

HIV/AIDS

61. UNHCR's Strategic Plan for 2002-2004 on HIV/AIDS and refugees includes plans to standardize programmes within country operations and to align these with activities that benefit both refugees and the host communities. A sub-regional approach is being developed, one example of which is the World Bank-funded Great Lakes Initiative programme which aims to achieve more effective coordination and cooperation between donors, host populations and governments. Others include the development of a joint NGO/UNHCR proposal to the Global Fund to fight AIDS, Tuberculosis and Malaria. On 1 July 2004 UNHCR became a co-sponsor of UNAIDS, which will enable the Office to advocate more effectively for including and integrating refugee concerns into host countries' HIV policies and programmes. UNHCR is an active member of the Inter-agency Standing Committee for HIV/AIDS in emergencies and, together with WFP and UNICEF, has been reviewing nutrition and food aid policies to ensure that sufficient food is provided to those suffering from HIV/AIDS.

Standards and indicators

62. While the concept of results-based management is not new to UNHCR, putting it into practice continues to be an important challenge, requiring a more objective and comprehensive assessment of needs. In the past few years, the Office has established a set of Global Objectives and Indicators of Progress to guide and frame various planning, implementation and reporting processes,[5] and latterly to create linkages between programme objectives and the goals and objectives of the Agenda for Protection.[6] UNHCR's indicators are also closely linked to the Millennium Development Goals. The recently issued *Practical Guide for the Systematic use of Standards and Indicators in UNHCR Operations* will further strengthen needs assessments and integrate these into the planning process, in close collaboration with operational partners. This joint approach aims

[5] See UNHCR's *Global Appeal 2003* and Annual Programme Budget documents for 2003 (A/AC.96/964) and 2004 (A/AC.96/979).

[6] See UNHCR's *Global Appeal 2004*.

to facilitate prioritization and the division of responsibilities, based on common values, and will be supported by a targeted training programme aimed at improving data collection, programme design and project documentation.

VI. Coordination and partnerships

Coordination bodies within the United Nations system

63. In April 2003, UNHCR joined UNDG, with the objective of strengthening its partnerships in the pursuit of durable solutions for refugees, returnees and internally displaced persons. Within this body, UNHCR is co-chairing a working group with UNDP to develop guidelines for the United Nations Resident Coordinators and United Nations Country Teams in achieving durable solutions for the referenced target groups.

64. UNHCR continued its active participation in the work of the Executive Committee for Humanitarian Affairs (ECHA) and the Inter-Agency Standing Committee (IASC), seeking to ensure that refugee protection is strengthened through stronger cooperation among agencies. The Office contributed inter alia to the work of the IASC Task Force on Protection from Sexual Exploitation and Abuse in Humanitarian Crises and in the effort by IASC members to develop a joint needs assessment framework under the Consolidated Appeals Process, with a view to strengthening the protection aspects of the assessment matrix. UNHCR has also contributed in the IASC and ECHA to the ongoing development of a strategy for managing increased risk while continuing to meet protection and assistance needs. It has remained an active member of the Inter-Agency Advisory Group on AIDS and the IASC Reference Group on HIV/AIDS in Emergency Settings (see previous chapter).

65. The Office has continued to work closely with the IDP Unit in OCHA on measures to strengthen the Collaborative Approach for IDP protection, seeking to develop practical recommendations and tools for improved implementation, with a special focus on the role of the Humanitarian Coordinator and country teams.

Bilateral partnerships within the United Nations system

66. In April 2004 the High Commissioner and the Under-Secretary-General for Peacekeeping Operations signed a joint letter aimed at defining enhanced cooperation in several areas, including the security of affected populations, the rule of law and technical support.

67. The crucially important collaboration between UNHCR and WFP is being further strengthened through the revised MOU that has been put into practice in four regions, supported by joint regional workshops for field staff. Joint evaluation missions will begin soon as soon as the pilot phase is completed in each country. UNHCR is also participating in the WFP-led collaborative effort with OCHA and UNICEF to review the functioning of the United Nations Joint Logistics Centre (UNJLC).

68. Enhanced partnership with ILO has focused on the areas of micro-finance, skills training, women's economic empowerment, and community development. ILO livelihood experts have been deployed to UNHCR field operations, including to Eritrea and Serbia and Montenegro, with several more countries due to be added soon. Field-based cooperation will soon include partnership between ILO, UNHCR and IOM under the Afghanistan Plus initiative.

69. In December 2003, the Executive Heads of UNHCR and UN-HABITAT signed an MOU that provides for HABITAT to offer technical advice in relation to shelter, including water supply development, construction of sanitation facilities and provision of low-cost

and environmentally-friendly housing for refugees and returnees. Additional provisions cover property restitution and property rights for returnees or refugees integrating into local communities.

70. Over 600 United Nations Volunteers were mobilized in some 60 UNHCR operations worldwide in 2003. An MOU will soon be finalized to further strengthen the cooperation between UNHCR and UNV, with plans for the preparation of a field manual for UNV deployment, synchronization of a UNV database, and joint training activities.

71. WHO and UNHCR are founding partners in two global evaluations related to refugee health: the Inter-Agency Health and Nutrition Evaluations in Crisis and Refugee Situations; and the Reproductive Health Evaluation in Refugee Situations. WHO has provided field-level technical support to UNHCR (including an investigation of a Lassa fever outbreak in Sierra Leone). UNHCR is also working with WHO in the preparation of technical guidelines including the New Emergency Health Kit and the TB Control Manual.

Other bilateral partnerships

72. UNHCR has continued its close cooperation with IOM, including through the Action Group on Asylum and Migration (AGAMI) process, the Geneva Migration Group, and a newly designed project on cross border migratory movements in the context of the Afghanistan Plus process.

73. UNHCR and the International Committee of the Red Cross (ICRC) held their annual high level meeting in June 2004. The main topics included an operational overview of common regions of concern, and agenda items on "humanitarian action and security" and "respective roles of UNHCR and ICRC in situations of potential refoulement and solutions for former combatants."

74. UNHCR also continued to develop its collaboration and partnership with the Inter-Parliamentary Union (IPU), with which it has produced a Handbook for Parliamentarians and, in 2004, further strengthened this cooperation by organizing a regional parliamentary conference on protection issues relating to refugees in Africa.

Other initiatives

75. The Office has taken an active role in furthering the objectives of the New Partnership for Africa's Development (NEPAD) by chairing the sub-cluster on humanitarian response and post-conflict recovery, through which it is hoped to ensure a stake for returnees and other displaced persons in their country of origin, and to contribute to the prevention of renewed displacement.

Non-governmental organizations

76. In 2003, one quarter of UNHCR's annual budget (some US$ 223 million) was channelled through partnerships with over 500 non-governmental organizations. The main sectors covered by this wide-reaching collaboration are: shelter/other infrastructure; transport/logistics; health and nutrition; education; legal assistance/protection; and agency operational support. In a move to examine the implications of shifting from resource-based to needs-based planning and programming, the Office has been engaged in consultations with the aim of involving strategic NGO partners even more closely in assessment and planning processes, aimed at avoiding duplication of efforts and better targeting of humanitarian assistance and protection.

77. Following a Retreat on Protection Partnerships with key NGOs and ICRC in December 2003, the Office has launched a Protection Learning Programme for UNHCR Partners on a pilot basis. The programme promotes a team-based approach, mainstreams

gender and age issues, and stresses the importance of individual and collective accountability among UNHCR and its partners.

78. One notable area of cooperative effort at field level is the ongoing collaboration with national NGOs in Central and South America to form protection networks whose services extend from providing legal counseling to assisting urban refugees and the internally displaced. Another example is the emergency management training offered by UNHCR in Asia and the Middle East for a group of national and international NGOs that are increasingly active in refugee emergencies.

VII. Management and oversight of programmes

A. Funding

79. In 2003, an increase in overall donor contributions, combined with budget reduction measures taken early in the year in anticipation of the need to manage a projected funding shortfall, resulted in a steadier, less volatile funding environment. Timely contributions by a number of donors early in the year also helped to safeguard against mid-year operational budget cuts which in previous years had severely affected the implementation of many field operations.

80. An Annual Programme Budget of US$ 836.3 million was approved by the Executive Committee for 2003. Supplementary Programmes established in the course of the year amounted to a total of US$ 330.6 million. Contributions received in the course of the year amounted to US$ 652.2 for the Annual Programme Budget plus US$ 8.1 million for Junior Professional Officers (JPO). The United Nations Regular Budget provided US$ 28.2 million. Contributions towards the 2003 Supplementary Programmes totalled US$ 268.2 million, out of which US$ 18.6 million was transferred to the Annual Programme Budget to cover support costs incurred from Supplementary Programme activities.

81. Expenditure in 2003 totalled some US$ 983 million as shown in Table 1. Broken down by region and type of assistance, expenditure in 2003 was highest in Africa (some US$ 376.4 million) followed by CASWANAME (some US$ 225 million). In terms of assistance, the largest share was for durable solutions (almost 39 per cent).

82. Despite improvements in the quality and quantity of funding, the High Commissioner continues to seek ways to strengthen the funding base of his Office, including by a closer association of potential donors with the work of the Office and by seeking contributions commensurate with each Government's capacity. Following submission of his report on strengthening the capacity of his Office to carry out its mandate,[7] the 58th session of the General Assembly adopted a resolution[8] encouraging UNHCR to continue its efforts to expand its donor base and to diversify funding sources, while noting the need for more equitable responsibility and burden sharing.

83. In 2003, UNHCR was encouraged by the addition of nine new government donors, including several of the new European Union member States. During the year, possible access to new budget funding lines, such as those set up to facilitate the transition from relief to development, was explored. Contacts with the private sector were intensified, notably through professional fund raising techniques such as direct marketing and telemarketing, as well as through securing new commitments with several major

[7] A/58/410.

[8] GA res 58/153.

international corporations, and in 2003 some US$ 20 million was raised – four per cent more than in 2002.

84. These strategies have been complemented in the period under review by renewed efforts to engage and involve Executive Committee members in consultations on budget and funding issues with a view to moving closer to a needs-based budget approach.

B. Oversight and audit

85. During the period 1 July 2003 to 30 June 2004, the Audit Service of the United Nations Office of Internal Oversight Services (OIOS) audited UNHCR's staffing of emergency operations; decentralized personnel administration; housing maintenance element (HOME) entitlement; the Media Relations and Public Information Service; central emergency and regional stockpiles; air operations; various aspects of the Management Systems Renewal Project (MSRP); as well as operations in 29 countries. OIOS also reviewed two international non-governmental organizations at their headquarters to assess their systems and procedures and provide advice on how to comply with UNHCR requirements. For the period under review, audits by OIOS covered operations and activities amounting to US$ 218 million, or 22 per cent of UNHCR's total expenditure of US$ 983 million in 2003. OIOS issued 34 audit reports to senior management and more than 66 audit observations to managers in the field.

Inspection and investigation

86. The work of UNHCR's Inspector General's Office covers a programme of regular inspections, ad hoc inspections and operational reviews, as well as specific investigations in response to allegations of misconduct. In 2003, regular inspections took place in Pakistan, Gabon, Greece and Turkey. In 2003 and 2004, the IGO undertook its first operational reviews of Turkey, Somalia, Sudan and Sri Lanka to assess strategy and policy from a sub-regional perspective, and ascertain where UNHCR might strengthen partnerships with other members of the United Nations system, international organizations and NGOs. In the past year, the IGO's inspection work has been expanded to include ad hoc inspections focusing on specific management issues that cannot be adequately dealt with through normal management structure and require a separate assessment. In 2004, ad hoc inspections of Uganda, Kazakhstan and Uzbekistan took place.

87. In 2003, the Investigation Unit received 158 complaints. Allegations varied from misuse of assets, medical insurance fraud, sexual harassment of staff, sexual exploitation of refugees, and other improper conduct. The IGO recommended administrative or disciplinary action in 40 per cent of the cases investigated, while in another 40 per cent of cases it was concluded that allegations were unfounded or insufficiently established. In the first six months of 2004, 55 allegations of misconduct have been reported to the IGO, a slight decrease from the previous two years.

C. Evaluation and policy analysis

88. In the past year, efforts continued to expand UNHCR's internal capacity for evaluation and policy analysis. In keeping with the objective of further devolving the evaluation function, the Evaluation and Policy Analysis Unit provided support to the field and to other headquarters units in undertaking evaluations more independently, including training sessions on evaluation techniques and encouragement to undertake regular self-evaluations.

D. Building performance-related accountability

89. UNHCR's efforts to improve performance and accountability have focused on developing and strengthening management systems, managerial responsibility and accountability, notably in the following areas.

Information management

90. The replacement of outdated computerized information systems under the Management Systems Renewal Project (MSRP) has progressed considerably in the past year, initially at headquarters prior to implementation in the field. MSRP is a considerable investment for the Office, but the aim is to increase management efficiency, resulting ultimately in improved services to refugees as well as in reporting to donors. Close cooperation with UNDP has allowed the sharing of common outsourced services for hosting and applications support.

91. Another important renewal process concerned records management. In order to maintain the institutional memory, rationalize and consolidate records, UNHCR's Electronic Document Management System (EDMS) was upgraded and integrated with email and other electronic documents in the course of 2003.

92. In 2003, the Electronic Information Management Steering Committee (IMC) was formed in order to harmonize and streamline a number of electronic information management tools and systems developed by UNHCR for different external and internal users. The IMC has begun to review needs and consider options for developing an information management strategy to support the Office's internal and external communication goals, pending the creation of an Information Management Division at Headquarters.

Security risk management

93. Following the bombing of the United Nations office in Baghdad, UNHCR has undertaken, in close consultation with the host country, a review of security risk management at headquarters in Geneva. As an initial step, measures are being taken to strengthen the security infrastructure around the different buildings.

Human resources management

94. A new UNHCR human resources management policy was endorsed by the High Commissioner in November 2003. This policy is designed to ensure the highest standards of performance and fiscal responsibility, to enhance flexibility, and to safeguard transparency and fairness in implementation. Comprehensive learning programmes have also been developed to promote accountability in management as well as in operational and protection activities - notably in the context of applying the objectives of the Agenda for Protection and the Code of Conduct.

VIII. Conclusion

95. In conclusion, UNHCR will pursue and intensify these efforts, as well as others that may be required as new challenges arise, insofar as resources – financial, material and human – and the nature of the working environment permit. This will require support and cooperation in a number of areas, in particular:

- Staff security and recognition of the need to preserve "humanitarian space";
- Ongoing support to resolve protracted situations;
- Willingness to commit and provide concrete support in order to ensure the sustainability of refugee repatriation movements through post-conflict reconstruction processes (e.g. DDR, 4Rs, peacebuilding programmes etc.) and longer-term measures;
- Responsibility and burden sharing with host countries;
- Preservation of principles and practice of international protection for refugees through further clarification of global migration-asylum issues.

96. In undertaking its mandated protection and assistance activities, UNHCR is also committed to promoting and implementing a working culture characterized by integrity, professionalism and trust.

Table 1
UNHCR Expenditure in 2003

Activity by regional bureau/country and types of assistance activity

(All sources of funds - in thousand of United States Dollars)

Regional Bureau / Country	Type of Assistance					Support		Total
	Emergency Assistance	Care and Maintenance	Voluntary Repatriation	Local Settlement	Resettlement	Programme Support	Managt. & Administration	
1. West Africa								
Benin	62.4	201.0				730.2		993.6
Cameroon		804.0		268.1		400.0		1,472.1
Côte D'Ivoire	4,884.5	5,417.5				4,975.6		15,277.6
Gambia		268.6		44.3		358.0		670.9
Ghana		2,511.3	425.6	49.0		914.6		3,900.5
Guinea	2,539.6	17,784.5	3,958.5	416.6		3,493.2		28,192.4
Guinea Bissau				42.8				42.8
Liberia	2,581.3	3,586.8	1,591.9			2,738.5		10,498.5
Mali				49.7				49.7
Nigeria				553.3		670.3		1,223.6
Senegal	270.3			432.9		1,154.7		1,857.9
Sierra Leone		8,019.8	21,470.5	1,121.6		3,777.1		34,389.0
Regional Activities	10,091.7	1,177.9	201.8	677.4	52.7			12,201.5
Subtotal (1)	**20,429.8**	**39,771.4**	**27,648.3**	**3,855.7**	**52.7**	**19,212.2**	**-**	**110,770.1**
2. East & Horn Africa								
Regional Office (Kenya)						3,720.8		3,720.8
Djibouti		2,110.5	390.9			974.8		3,476.2
Eritrea		1,760.9	13,143.9			1,580.2		16,485.0
Ethiopia		4,776.7	4,015.0	7,290.7	94.1	2,264.1		18,440.6
Kenya		23,767.7	513.6		97.9	4,160.4		28,539.6
Somalia		91.8	4,916.6			424.1		5,432.5
Sudan		4,063.6	6,478.0	2,925.4	17.2	1,753.9		15,238.1
Uganda	251.6	478.5		12,684.8		2,124.2		15,539.1
Subtotal (2)	**251.6**	**37,049.7**	**29,458.0**	**22,900.9**	**209.2**	**17,002.5**		**106,871.9**
3. Central Africa and The Great Lakes								
Burundi		963.3	7,303.8			1,427.7		9,694.8
Central African Republic			351.1	2,039.8		1,038.0		3,428.9
Chad	9,149.8					698.5		9,848.3
Congo		2,837.0	475.8	1,748.9		1,824.8		6,886.5
Democratic Republic of the Congo		10,666.3	6,062.3	3,838.0		4,857.5		25,424.1
Gabon		1,777.3	817.0	166.9		956.7		3,717.9
Rwanda		5,095.2	484.8			1,124.1		6,704.1
United Republic of Tanzania		24,731.5	200.0			2,436.0		27,367.5
Regional activities		7,601.1		547.2	31.7			8,180.0
Subtotal (3)	**9,149.8**	**53,671.7**	**15,694.8**	**8,340.8**	**31.7**	**14,383.3**	**-**	**101,252.1**
4. Southern Africa								
Angola		152.3	16,830.4	2,335.6		4,011.9		23,330.2
Botswana		1,381.4		58.7		395.0		1,835.1
Malawi		1,388.6				353.9		1,742.5
Mozambique				1,470.5		441.0		1,911.5
Namibia		4,439.1	422.4			613.3		5,474.8
South Africa			115.1	1,886.3	0.7	2,892.6		4,894.7
Swaziland				195.3				195.3
Zambia		4,137.7	1,325.5	7,783.8		2,861.7		16,108.7
Zimbabwe		351.9		920.9		396.3		1,669.1
Regional activities	233.0			325.3				558.3
Subtotal (4)	**233.0**	**11,851.0**	**18,693.4**	**14,976.4**	**0.7**	**11,765.7**	**-**	**57,520.2**
TOTAL AFRICA (1-4)	**30,064.2**	**142,343.8**	**91,494.5**	**49,873.8**	**294.3**	**62,343.7**	**-**	**376,414.3**

Regional Bureau / Country	Type of Assistance					Support		Total
	Emergency Assistance	Care and Maintenance	Voluntary Repatriation	Local Settlement	Resettlement	Programme Support	Managt. & Administration	
5. CASWANAME								
Afghanistan		286.7	84,567.7			5,864.3		**90,718.7**
Algeria		3,940.7				662.9		**4,603.6**
Egypt		1,907.5		440.5	74.8	958.5		**3,381.3**
Islamic Republic of Iran	1,768.5	123.6	6,824.4	11,302.6		3,650.1		**23,669.2**
Iraq		1,169.8	20,350.0		14.2	1,889.8		**23,423.8**
Israel		67.5				10.8		**78.3**
Jordan	2,250.8	1,062.3	1,879.7			1,017.0		**6,209.8**
Kazakhstan		687.9	6.8			432.8		**1,127.5**
Kyrgyzstan		416.1		246.3		458.0		**1,120.4**
Lebanon		1,464.0	142.2		70.2	1,049.0		**2,725.4**
Libyan Arab Jamahiriya		535.1	10.4			313.6		**859.1**
Mauritania		77.0				267.5		**344.5**
Morocco		73.2				163.7		**236.9**
Pakistan		23,575.8	8,717.4	16.0		2,945.6		**35,254.8**
Saudi Arabia		563.2	697.6			1,137.8		**2,398.6**
Syrian Arab Republic	376.4	920.3	58.9		56.7	463.6		**1,875.9**
Tajikistan		414.8	398.0			696.5		**1,509.3**
Tunisia		92.4				83.6		**176.0**
Turkmenistan		278.6	67.1	271.1		311.4		**928.2**
Uzbekistan		467.4	181.7			512.5		**1,161.6**
Western Sahara Territory		34.3				223.1		**257.4**
Yemen		3,007.6	39.7			620.0		**3,667.3**
Regional activities	17,139.0		1,622.2	423.9				**19,185.1**
Subtotal (5)	**21,534.7**	**41,165.8**	**125,563.8**	**12,700.4**	**215.9**	**23,732.1**	**-**	**224,912.7**
6. Asia and the Pacific								
Australia and New Zealand		325.9				641.7		**967.6**
Bangladesh		118.5	1,976.2			600.2		**2,694.9**
Cambodia		223.7				337.9		**561.6**
China		2,531.4		126.4		835.2		**3,493.0**
India		1,851.8	107.9			910.7		**2,870.4**
Indonesia		1,043.7		4,176.3		2,123.6		**7,343.6**
Japan	416.2	621.2				1,925.0		**2,962.4**
Republic Of Korea		25.1				364.4		**389.5**
Malaysia		749.7				632.2		**1,381.9**
Mongolia		27.2				31.4		**58.6**
Myanmar			3,125.4			944.5		**4,069.9**
Nepal		4,856.1	76.4			814.5		**5,747.0**
Papua New Guinea				389.7				**389.7**
Philippines				117.5		219.4		**336.9**
Singapore		39.3						**39.3**
Sri Lanka		52.4		12,365.5		1,539.7		**13,957.6**
Thailand		2,015.1	2,015.5			1,553.3		**5,583.9**
Timor-Leste			875.9			538.8		**1,414.7**
Viet Nam				8.0		63.3		**71.3**
Regional activities		51.7	2.1	31.4				**85.2**
Subtotal (6)	**416.2**	**14,532.8**	**8,179.4**	**17,194.8**	**-**	**14,075.8**	**-**	**54,399.0**

Regional Bureau / Country	Type of Assistance					Support		Total
	Emergency Assistance	Care and Maintenance	Voluntary Repatriation	Local Settlement	Resettlement	Programme Support	Managt. & Administration	
7. Europe								
Austria				1,039.4		586.0		1,625.4
Azerbaijan		1,473.0		725.7		755.1		2,953.8
Baltic States		230.1						230.1
Belarus				575.0		276.3		851.3
Belgium				345.5		2,255.1		2,600.6
Bosnia and Herzegovina		4,626.8	8,707.7			2,818.4		16,152.9
Bulgaria				611.4		348.3		959.7
Croatia			6,561.3	378.7		1,457.8		8,397.8
Cyprus				466.6		321.1		787.7
Czech Republic		46.6		472.9		414.4		933.9
France				1,162.2		819.9		1,982.1
Georgia				3,484.5		1,228.1		4,712.6
Germany	19.4			1,106.1		780.3		1,905.8
Greece				613.5		523.4		1,136.9
Hungary				1,242.2		882.8		2,125.0
Ireland				154.2		295.3		449.5
Italy				503.1		994.5		1,497.6
Malta		42.1						42.1
Netherlands						296.6		296.6
Poland				261.1		398.8		659.9
Portugal				97.2				97.2
Republic of Moldova				825.7		272.6		1,098.3
Romania				655.2		442.8		1,098.0
Russian Federation				10,334.0		1,855.7		12,189.7
Serbia and Montenegro		23,589.6	2,165.6	6,841.7	136.3	2,292.2		35,025.4
Slovakia				225.6		380.5		606.1
Slovenia				364.8		283.9		648.7
Spain				509.7		567.9		1,077.6
Sweden				581.9		810.8		1,392.7
Switzerland				424.6		343.4		768.0
The former Yugoslav Republic of Macedonia		2,756.0	993.8			1,198.8		4,948.6
Turkey	1,037.1		500.4	2,962.2		2,495.4		6,995.1
Ukraine				1,489.0		619.4		2,108.4
United Kingdom			245.4	187.8		1,147.4		1,580.6
Regional activities				537.5				537.5
Subtotal (7)	**1,056.5**	**32,764.2**	**19,174.2**	**39,179.0**	**136.3**	**28,163.0**	-	**120,473.2**
8. The Americas								
Office of UNHCR in New York						2,039.9		2,039.9
Argentina				141.4		580.2		721.6
Canada				564.2		650.7		1,214.9
Colombia				4,722.1		1,296.1		6,018.2
Costa Rica				925.5		438.0		1,363.5
Cuba		310.4	148.6					459.0
Ecuador				1,466.5		448.3		1,914.8
Mexico				467.2		1,375.1		1,842.3
Panama				400.9		115.9		516.8
United States of America				1,363.9		1,452.3		2,816.2
Venezuela				513.7		1,115.4		1,629.1
Regional activities				3,565.4	191.4			3,756.8
Subtotal (8)	-	**310.4**	**148.6**	**14,130.8**	**191.4**	**9,511.9**	-	**24,293.1**

Regional Bureau / Country	Type of Assistance					Support		Total
	Emergency Assistance	Care and Maintenance	Voluntary Repatriation	Local Settlement	Resettlement	Programme Support	Managt. & Administration	
9. Global Operations	**2,990.5**	**3,811.0**	**33.9**	**12,074.8**	**2,474.0**	**33,848.4**		**55,236.6**
Subtotal Field (1 - 9)	**56,062.1**	**235,809.1**	**244,564.4**	**148,290.4**	**3,311.9**	**- 172,717.4**	**-**	**515,320.5**
10. Headquarters								
Programme Support						45,471.7		45,471.7
Management & Administration							43,132.2	43,132.2
Subtotal Headquarters (10)						45,471.7	43,132.2	88,603.9
TOTAL (1 - 10)	**56,062.1**	**235,809.1**	**244,564.4**	**148,290.4**	**3,311.9**	**- 218,189.1**	**43,132.2**	**603,924.4**
11. United Nations regular budget								
12. Junior professional officers							28,227.3	28,227.3
							7,376.7	7,376.7
TOTAL UNHCR (1 - 12)	**56,062.1**	**235,809.1**	**244,564.4**	**148,290.4**	**3,311.9**	**- 218,189.1**	**78,736.2**	**639,528.2**
of which								
Annual programme budget	3,639.7	233,626.0	95,106.5	136,668.4	3,311.9	199,306.2	43,132.2	714,790.9
Supplementary programme budget	52,422.4	2,183.1	149,487.8	9,622.0	-	18,883.0	-	232,598.3

Table 2
Asylum-seekers, refugees and others of concern to UNHCR, 2003

Figures are provisional and subject to change.

Country[1]	Refugees[2]	Of which assisted by UNHCR	Asylum-seekers[3]	Returned refugees[4]	Others of concern			Total population of concern
					IDPs of concern to UNHCR[5]	Returned IDPs[6]	Various[7]	
Burundi	40,971	13,231	10,572	82,409	1,970	-	-	135,922
Central African Rep.	44,753	39,314	3,419	4,857	-	-	-	53,029
Chad	146,400	90,128	165	598	-	-	-	147,163
Congo	91,362	81,946	3,224	1,780	-	-	-	96,366
Dem. Rep. of the Congo	234,033	56,105	446	3,169	-	-	-	237,648
Equatorial Guinea	-	-	-	2	-	-	-	2
Gabon	14,005	14,005	5,118	-	-	-	-	19,123
Rwanda	36,608	36,608	3,026	23,290	-	-	-	62,924
Sao Tome and Principe	-	-	-	-	-	-	-	-
United Rep. of Tanzania	649,770	479,770	163	7	-	-	-	649,940
Central Africa and the Great Lakes	**1,257,902**	**811,107**	**26,133**	**116,112**	**1,970**	**-**	**-**	**1,402,117**
Djibouti	27,034	26,658	1,660	-	-	-	-	28,694
Eritrea	3,889	3,889	200	10,148	-	-	-	14,237
Ethiopia	130,274	130,274	10	30	-	-	-	130,314
Kenya	237,512	237,512	4,023	106	-	-	-	241,641
Somalia	368	368	196	10,261	-	-	-	10,825
Sudan	138,163	73,717	484	123	-	-	22,024	160,794
Uganda	230,903	210,763	726	4,412	-	-	-	236,041
East and Horn of Africa	**768,143**	**683,181**	**7,299**	**25,080**	**-**	**-**	**22,024**	**822,546**
Angola	13,382	13,363	1,006	132,977	-	-	-	147,365
Botswana	2,838	2,792	1,079	-	-	-	-	3,917
Comoros	-	-	-	-	-	-	-	-
Lesotho	-	-	-	-	-	-	-	-
Madagascar	-	-	-	-	-	-	-	-
Malawi	3,202	3,202	8,848	-	-	-	-	12,050
Mozambique	311	311	9,225	-	-	-	-	9,536
Mauritius	-	-	-	-	-	-	-	-
Namibia	19,800	13,800	1,992	3	-	-	-	21,795
South Africa	26,558	5,963	84,085	-	-	-	-	110,643
Swaziland	686	615	327	-	-	-	-	1,013
Zambia	226,697	134,370	180	5	-	-	-	226,882
Zimbabwe	12,721	12,721	556	-	-	-	-	13,277
Southern Africa	**306,195**	**187,137**	**107,298**	**132,985**	**-**	**-**	**-**	**546,478**
Benin	5,034	-	814	-	-	-	-	5,848
Burkina Faso	466	-	499	-	-	-	-	965
Cameroon	58,583	-	5,675	4	-	-	-	64,262
Gambia	7,465	1,661	1	-	-	-	-	7,466
Ghana	43,947	43,947	4,087	-	-	-	-	48,034
Guinea-Bissau	7,551	7,529	79	-	-	-	-	7,630
Guinea	184,341	111,491	2,544	-	-	-	-	186,885
Côte d'Ivoire	75,971	75,971	1,321	16,600	38,039	-	-	131,931
Liberia	33,997	14,329	-	21,000	531,616	-	15,000	601,613
Mali	10,009	10,009	715	-	-	-	-	10,724
Niger	328	-	34	-	-	-	-	362
Nigeria	9,171	6,171	1,125	7	-	-	-	10,303
Senegal	20,726	20,726	2,265	7	-	-	-	22,998
Sierra Leone	61,194	61,194	141	33,255	-	-	-	94,590
Togo	12,395	737	333	9	-	-	-	12,737
West Africa	**531,178**	**353,765**	**19,633**	**70,882**	**569,655**	**-**	**15,000**	**1,206,348**

Country[1]	Refugees[2]	Of which assisted by UNHCR	Asylum-seekers[3]	Returned refugees[4]	Others of concern			Total population of concern
					IDPs of concern to UNHCR[5]	Returned IDPs[6]	Various[7]	
Afghanistan	7	-	32	645,864	184,269	82,067	-	912,239
Algeria	169,033	155,451	2	14	-	-	-	169,049
Egypt	88,749	18,749	5,409	-	-	-	-	94,158
Bahrain	-	-	1	-	-	-	-	1
Occupied Palestinian Territory	-	-	-	-	-	-	-	-
Islamic Rep. of Iran *	984,896	984,896	1	3,850	-	-	-	988,747
Iraq	134,190	-	437	55,197	-	-	-	189,824
Israel	4,179	-	703	-	-	-	-	4,882
Jordan	1,196	1,196	6,734	-	-	-	-	7,930
Kazakhstan	15,831	12,558	3	-	-	-	18,594	34,428
Kyrgyzstan	5,591	5,285	635	-	-	-	-	6,226
Kuwait	1,518	798	189	-	-	-	101,000	102,707
Libyan Arab Jamahiriya	11,897	1,072	58	-	-	-	-	11,955
Lebanon	2,522	1,887	531	-	-	-	-	3,053
Mauritania	475	475	55	-	-	-	29,500	30,030
Morocco	2,121	-	177	-	-	-	-	2,298
Oman	-	-	24	3	-	-	-	27
Pakistan **	1,124,298	1,124,298	5,356	2	-	-	-	1,129,656
Qatar	46	46	50	-	-	-	-	96
Saudi Arabia	240,835	835	93	-	-	-	-	240,928
Syrian Arab Rep.	3,681	-	943	-	-	-	5,340	9,964
Tajikistan	3,306	2,904	439	265	-	-	-	4,010
Turkmenistan	13,511	13,511	4	-	-	-	-	13,515
Tunisia	99	58	7	-	-	-	-	106
United Arab Emirates	160	136	63	-	-	-	-	223
Uzbekistan	44,682	2,512	971	-	-	-	-	45,653
Yemen	61,881	61,881	596	113	-	-	-	62,590
CASWANAME	**2,914,704**	**2,388,548**	**23,513**	**705,388**	**184,269**	**82,067**	**154,434**	**4,064,295**
Argentina	2,642	985	1,211	-	-	-	-	3,853
Bolivia	527	311	1	3	-	-	-	531
Brazil	3,193	2,118	566	-	-	-	-	3,759
Belize	861	-	8	-	-	-	-	869
Canada	133,094	-	41,575	-	-	-	-	174,669
Chile	466	320	49	7	-	-	-	522
Colombia	186	45	13	99	1,244,072	-	-	1,244,370
Costa Rica	13,508	-	77	-	-	-	-	13,585
Cuba	836	745	6	-	-	-	-	842
Ecuador	6,381	6,378	2,565	-	-	-	-	8,946
Guatemala	715	7	2	40	-	-	-	757
Haiti	-	-	-	2	-	-	-	2
Honduras	23	2	-	1	-	-	-	24
Mexico	6,075	9,864	82	-	-	-	-	6,157
Nicaragua	300	40	17	5	-	-	-	322
Panama	1,445	1,135	103	120	-	-	301	1,969
Paraguay	28	28	4	-	-	-	-	32
Peru	718	71	182	4	-	-	-	904
El Salvador	246	23	3	12	-	-	-	261
Suriname	-	-	-	-	-	-	-	-
Uruguay	91	60	9	-	-	-	-	100
United States	452,548	-	334,862	-	-	-	-	787,410
Venezuela	58	5	2,291	-	-	-	26,192	28,541
The Americas	**623,941**	**22,137**	**383,626**	**293**	**1,244,072**	**-**	**26,493**	**2,278,425**

Country[1]	Refugees[2]	Of which assisted by UNHCR	Asylum-seekers[3]	Returned refugees[4]	Others of concern			Total population of concern
					IDPs of concern to UNHCR[5]	Returned IDPs[6]	Various[7]	
Australia	56,258	-	3,021	-	-	-	-	59,279
Bangladesh	19,792	19,708	8	-	-	-	-	19,800
Cambodia	76	74	46	-	-	-	-	122
China	299,354	10,879	43	-	-	-	-	299,397
Hong Kong SAR, China	1,902	91	196	-	-	-	-	2,098
India	164,757	11,493	535	-	-	-	-	165,292
Indonesia	233	233	68	-	-	-	16,697	16,998
Japan	2,266	332	428	-	-	-	-	2,694
Rep. of Korea	25	19	139	-	-	-	-	164
Lao People's Dem. Rep.	-	-	-	-	-	-	-	-
Sri Lanka	30	30	6	5,023	386,104	76,722	-	467,885
Malaysia	442	85	9,205	-	-	-	69,279	78,926
Mongolia	-	-	-	-	-	-	-	-
Myanmar	-	-	-	3,231	-	-	-	3,231
Nepal	123,667	104,368	235	-	-	-	10,704	134,606
New Zealand	5,807	-	1,028	-	-	-	-	6,835
Philippines	108	1	38	-	-	-	1,691	1,837
Papua New Guinea	7,491	2,491	306	-	-	-	430	8,227
Singapore	1	1	2	-	-	-	-	3
Viet Nam	15,360	-	-	-	-	-	-	15,360
Thailand	119,053	118,658	2,657	-	-	-	5	121,715
Timor-Leste	3	3	12	-	-	-	452	467
Asia and the Pacific	**816,625**	**268,486**	**17,973**	**8,254**	**386,104**	**76,722**	**99,258**	**1,404,936**
Albania	26	25	93	-	-	-	-	119
Armenia	239,289	50,039	36	-	-	-	-	239,325
Austria	16,109	-	32,285	-	-	-	-	48,394
Azerbaijan	326	326	8,805	-	575,609	-	430	585,170
Belgium	12,595	-	22,604	-	-	-	-	35,199
Belarus	638	213	327	-	-	-	16,372	17,337
Bosnia and Herzegovina	22,517	677	701	14,012	327,188	40,303	-	404,721
Bulgaria	4,068	-	756	-	-	-	-	4,824
Cyprus	349	349	5,082	-	-	-	-	5,431
Czech Rep.	1,516	1,516	3,746	-	-	-	-	5,262
Denmark	69,858	-	2,031	-	-	-	-	71,889
Estonia	12	-	3	-	-	-	-	15
Finland	10,843	-	-	-	-	-	-	10,843
France	130,838	-	22,900	-	-	-	-	153,738
United Kingdom	276,522	-	24,500	-	-	-	-	301,022
Georgia	3,864	3,847	-	117	260,215	377	32	264,605
Germany	960,395	-	128,083	-	-	-	-	1,088,478
Greece	2,771	120	5,237	-	-	-	-	8,008
Croatia	4,387	4,387	57	9,866	12,566	4,403	-	31,279
Hungary	7,023	-	775	-	-	-	-	7,798
Iceland	239	-	13	-	-	-	-	252
Ireland	5,971	-	7,391	-	-	-	-	13,362
Italy	12,386	-	54	-	-	-	-	12,440
Liechtenstein	149	-	92	-	-	-	-	241
Lithuania	403	403	96	-	-	-	-	499
Luxembourg	1,201	-	-	-	-	-	-	1,201
Latvia	17	-	-	-	-	-	-	17

Country[1]	Refugees[2]	*Of which assisted by UNHCR*	Asylum-seekers[3]	Returned refugees[4]	Others of concern			Total population of concern
					IDPs of concern to UNHCR[5]	Returned IDPs[6]	Various[7]	
Rep. of Moldova	102	*102*	140	-	-	-	-	242
Malta	176	-	56	-	-	-	-	232
Netherlands	140,886	-	44,672	-	-	-	-	185,558
Norway	46,109	-	-	-	-	-	-	46,109
Poland	1,836	-	1,521	-	-	-	-	3,357
Portugal	418	-	-	-	-	-	-	418
Romania	2,011	*258*	312	-	-	-	-	2,323
Russian Federation	9,899	*9,899*	272	42	368,220	19,666	407,482	805,581
Spain	5,898	-	-	-	-	-	-	5,898
Slovakia	414	*414*	4,661	-	-	-	-	5,075
Slovenia	2,069	*2,066*	132	-	-	-	500	2,701
Sweden	112,167	-	35,276	-	-	-	-	147,443
Switzerland	50,144	-	24,533	-	-	-	-	74,677
The former Yug. Rep. of Macedonia	193	*193*	2,285	2,201	-	6,764	-	11,443
Turkey	2,490	*1,935*	3,453	35	-	-	-	5,978
Ukraine	2,877	*263*	899	-	-	-	85,266	89,042
Serbia and Montenegro	291,403	*291,403*	32	9,439	256,891	2,438	85,000	645,203
Europe	**2,453,404**	***368,435***	**383,911**	**35,712**	**1,800,689**	**73,951**	**595,082**	**5,342,748**
Various	-	-	-	72	-	-	-	72
Total	**9,672,092**	***5,082,776***	**969,386**	**1,094,698**	**4,186,759**	**232,740**	**912,291**	**17,067,966**

Notes

The data are generally provided by Governments, based on their own definitions and methods of data collection.

A dash (-) indicates that the value is zero, not available or not applicable.

[1] Country or territory of asylum or residence. In the absence of Government estimates, UNHCR has estimated the refugee population in most industrialized countries, based on recent refugee arrivals and recognition of asylum-seekers. For Canada, USA, Australia and New Zealand, estimates are based on arrivals/recognition during the past five years, whereas for most European countries a 10-year period has been applied. These periods reflect the different naturalization rates for refugees in these regions.

[2] Persons recognized as refugees under the 1951 UN Convention/1967 Protocol, the 1969 OAU Convention, in accordance with the UNHCR Statute, as well as persons granted a humanitarian status and those granted temporary protection.

[3] Persons whose application for asylum or refugee status is pending at any stage of the procedure or who are otherwise registered as asylum-seekers.

[4] Refugees who have returned to their place of origin during the year. Source: Country of origin and asylum.

[5] Persons who are displaced within their country and to whom UNHCR extends protection and/or assistance, generally pursuant to a special request by a competent organ of the United Nations.

[6] IDPs of concern to UNHCR who have returned to their place of origin during the year.

[7] Persons of concern to UNHCR not covered in the previous columns, including forced migrants (Russian Federation), stateless persons (Belarus, Kuwait, Latvia, Ukraine), local residents-at-risk (Kosovo, Serbia and Montenegro), Sahrawis (Mauritania), Afghan asylum-seekers (Russian Federation and UNHCR estimate).

* UNHCR estimate. This figure is currently being reviewed by UNHCR.

** UNHCR estimate. This figure, which does not include Afghans in urban areas, is currently being reviewed by UNHCR.

Source: UNHCR/Governments. Compiled by: UNHCR, Population Data Unit/PGDS.

Table 3

Key indicators of host country capacity in developing countries (2003)

40 largest developing countries hosting asylum-seekers, refugees, and other persons of concern to UNHCR

Country	Total population of concern to UNHCR end-2003 (x 1,000)	2002 National population (x 1,000)	2002 Gross Domestic Product (x 1min. USD)	GDP per capita (USD)	Ratio population of concern to GDP per capita[1]
Colombia	1,244.4	43,526.4	82,194	1,888.4	659.0
Pakistan *	1,129.7	149,910.8	60,521	403.7	2,798.2
Islamic Rep. of Iran **	988.7	68,070.4	107,522	1,579.6	626.0
Afghanistan	912.2	22,930.0	..	..	..
United Rep. of Tanzania	649.9	36,276.4	9,383	258.7	2,512.8
Liberia	601.6	3,239.4	564	174.1	3,455.5
Azerbaijan	585.2	8,296.7	6,090	734.0	797.2
Sri Lanka	467.9	18,909.7	16,373	865.9	540.4
China	299.4	1,294,866.6	1,237,145	955.4	313.4
Georgia	264.6	5,177.1	3,324	642.1	412.1
Kenya	241.6	31,540.4	12,140	384.9	627.8
Saudi Arabia	240.9	23,519.8	186,489	7,929.0	30.4
Armenia	239.3	3,071.9	2,367	770.5	310.6
Dem. Rep. of the Congo	237.6	51,201.0	5,704	111.4	2,133.2
Uganda	236.0	25,003.5	5,866	234.6	1,006.1
Zambia	226.9	10,697.9	3,683	344.3	659.0
Iraq	189.8	24,510.1	..	..	..
Guinea	186.9	8,359.0	3,174	379.7	492.2
Algeria	169.0	31,266.0	55,666	1,780.4	94.9
India	165.3	1,049,549.5	515,012	490.7	336.9
Sudan	160.8	32,878.2	13,490	410.3	391.9
Angola	147.4	13,184.0	11,380	863.2	170.7
Chad	147.2	8,347.7	1,935	231.8	634.9
Burundi	135.9	6,601.7	719	108.9	1,248.0
Nepal	134.6	24,608.9	5,493	223.2	603.0
Côte d'Ivoire	131.9	16,365.0	11,717	716.0	184.3
Ethiopia	130.3	68,961.0	5,989	86.8	1,500.5
Thailand	121.7	62,193.3	126,407	2,032.5	59.9
South Africa	110.6	44,759.2	104,235	2,328.8	47.5
Kuwait	102.7	2,443.4	32,791	13,420.1	7.7
Congo	96.4	3,633.0	3,014	829.6	116.2
Sierra Leone	94.6	4,764.4	789	165.6	571.2
Egypt	94.2	70,507.4	89,845	1,274.3	73.9
Malaysia	78.9	23,965.3	95,157	3,970.6	19.9
Cameroon	64.3	15,729.2	9,060	576.0	111.6
Rwanda	62.9	8,272.5	1,736	209.9	299.8
Yemen	62.6	19,315.3	10,395	538.2	116.3
Central African Rep.	53.0	3,819.1	1,075	281.5	188.4
Ghana	48.0	20,471.2	6,021	294.1	163.3
Uzbekistan	45.7	25,705.5	9,713	377.9	120.8

[1] Number of persons of concern to UNHCR per 1 USD GDP per capita.

Sources: UNDP, World Bank, United Nations Population Division, UNHCR.

* UNHCR estimate. This figure, which does not include Afghans in urban areas, is currently being reviewed by UNHCR.

** UNHCR estimate. This figure is currently being reviewed by UNHCR.

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